

## Message Text

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ACTION DLOS-07

INFO OCT-01 ARA-16 ISO-00 CIEP-02 AF-10 EA-11 EUR-25

NEA-14 RSC-01 CG-00 CIAE-00 DODE-00 PM-07 H-03 INR-10

L-03 NSAE-00 NSC-07 PA-04 PRS-01 SP-03 SS-20 USIA-15

AID-20 CEQ-02 COA-02 COME-00 EB-11 EPA-04 IO-14

NSF-04 SCI-06 FEAE-00 ACDA-19 AEC-11 AGR-20 DOTE-00

FMC-04 INT-08 JUSE-00 OMB-01 TRSE-00 OIC-04 DRC-01

DEAE-00 SNM-02 INSE-00 VO-03 SCA-01 SY-04 /301 W

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R 120030Z JUL 74

FM AMEMBASSY CARACAS

TO SECSTATE WASHDC 4633

INFO AMEMBASSY NASSAU

USUN NEW YORK 646

C O N F I D E N T I A L CARACAS 6418

FROM USDEL LOS

E.O. 11652: GDS

TAGS: PLOS

SUBJECT: LOS - MEETING WITH BAHAMAS FOREIGN MINISTER.

1. SUMMARY: BAHAMIAN AND U.S. REPS MET TO EXCHANGE VIEWS ON  
ARCHIPELAGIC AND OTHER LOS CONCERNS. BAHAMAS INTEREST IN  
ARCHIPELAGO RELATED TO DESIRE TO CONTROL BAHAMAS BANK,  
DELIMIT BOUNDARY WITH CUBA FROM BASELINE ALONG EDGE OF BANK,  
CONTROL SMUGGLING AND FISHING, CASE LAW-ENFORCEMENT, PREVENT  
INCIDENTS BETWEEN CUBAN AND CUBAN REFUGEES, AND CONTROL OF  
POLLUTION. IN ABSENCE ARCHIPELAGO TREATMENT, THEY ARE UNCERTAIN  
THEIR SMALL ISLANDS WOULD GET FULL ECONOMIC ZONE. GOB NOT REPEAT  
NOT INTERESTED IN RESTRICTING NAVIGATION OR OVERFLIGHT IN  
PROVIDENCE, MAYAGUANA AND CROOKED ISLAND CHANNELS, WHICH ARE  
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ONLY GENERALLY NAVIGABLE PASSAGES, AND GAVE HELPFUL STATEMENT  
ON STRAITS IN THIS REGARD IN PLENARY. END SUMMARY.

2. ATTORNEY GENERAL AND MINISTER OF EXTERNAL AFFAIRS P.L. ADERLEY MET WITH AMBASSADOR JOHN R. STEVENSON ON JULY 8 TO DISCUSS ARCHIPELAGIC AND RESOURCE CONCERNS OF THE BAHAMAS. OTHER BAHAMIAN PARTICIPANTS IN DISCUSSION WERE D.L. HEPBURN, MINISTER/COUNSELOR, PERMANENT MISSION TO U.N., AND G.P. STEWART, FIRST ASSISTANT SECRETARY, MINISTER, MINISTRY OF EXTERNAL AFFAIRS, AND ON U.S. SIDE, BERNARD H. OXMAN AND M. NORDQUIST.

3. RESOURCES. WHEN QUESTIONED WHY GOB WAS SEEKING ARCHIPELAGO TREATMENT RATHER THAN RELYING ON 200-MILE ECONOMIC ZONE, ADERLEY STRESSED DESIRE TO CONTROL ALL OF BAHAMAS BANK. HE HAD DOUBTS THIS COULD BE ACHIEVED BY MEASURING MEDIAN LINE FOR ECONOMIC ZONE FROM TINY ISLANDS OFF CUBA, AND FELT CUBA WOULD ACQUIESCE IN AN ARCHIPELAGO APPROACH. MOREOVER, HE WAS UNDERTAIN OF THE NATURE OF FISHING RIGHTS IN THE ECONOMIC ZONE. HIS REMARKS REVEALED INTENTION TO DELIMIT JURISDICTION WITH NEIGHBORS, BY MEDIAN LINES MEASURED FROM BAHAMAS ARCHIPELAGO BASELINES. HE ACKNOWLEDGED THAT BAHAMAS WOULD HAVE A PROBLEM IN CLOSING AN ARCHIPELAGO TO THE SOUTHWEST. THEY ALSO REVEALED CONCERN OVER INCIDENTS BETWEEN CUBAN REFUGEE FISHERMEN AND CUBAN OR BAHAMAS FISHERMEN, AND VIEW THAT U.S. HAD CREATED PROBLEM BY LIMITING CUBAN REFUGEE FISHING OFF U.S. COAST. GOB PLANS TO FOLLOW U.S. ACTION MAKING LOBSTER A CREATURE OF THE SHELF WITH SIMILAR CLAIM OF ITS OWN.

4. NAVIGATION. ADERLEY NOTED THAT ESSENTIALLY ONLY THREE CHANNELS WERE GENERALLY NAVIGABLE PASSAGES THROUGH THE BAHAMAS, AND INDICATED NO PROBLEM WITH UNIMPEDED PASSAGE, INCLUDING OVERFLIGHT AND SUBMERGED PASSAGE. ON THE OTHER HAND, HE NOTED NEED TO PROTECT BEACHES FROM POLLUTION, AND WAS PARTICULARLY WORRIED ABOUT SUPER-TANKERS HEADED FOR NEW BAHAMAS FACILITIES. HE ACKNOWLEDGED THAT ARCHIPELAGO CONCEPT ASSOCIATED BY OTHERS WITH RESTRAINTS ON NAVIGATION, BUT THIS WAS NOT GOB VIEW.

5. LAW ENFORCEMENT. ADERLEY WAS CRITICAL OF MOSAIC IN BAHAMAS CREATED BY 12-MILE LIMITS AROUND EACH ISLAND, WHICH PLACED GREAT BURDEN ON LAW ENFORCEMENT AND DIFFICULTIES OF PROOF OF LOCATION IN COURT. MOST OF HIS EXAMPLES WERE RELATED TO FISHERIES, BUT HE RESISTED OUR REPEATED SUGGESTIONS THAT ECONOMIC JURISDICTION COULD  
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SOLVE THIS. SOME WERE RELATED TO SMUGGLING AND DRUG TRAFFIC, AND HE POINTEDLY NOTED THAT THE U.S. WAS THE TARGET OF SUCH ACTIVITIES. CONTROL OF ILLEGAL HAITIAN IMMIGRATION WAS REGARDED AS A MAJOR PROBLEM.

6. ADERLEY REVEALED THAT IF GOB DOES NOT SUCCEED WITH ARCHIPELAGO ATTEMPT, IT HAS OTHER STRATEGIES FOR KEEPING BAHAMAS BANK. HE REFERRED TO ARGUMENT HE DEVELOPED IN PLENARY SPEECH THAT NON-NAVIGABLE WATERS ABOVE SHALLOW BANKS ARE NOT HIGH SEAS, BUT ADMITTED THAT BRITAIN HAD MADE NO ASSERTION TO THIS EFFECT "BECAUSE

THE U.S. TOOK CARE OF CUBA" FOR IT.

7. ANALYSIS. GOB HAS PROBABLY MADE CAREFUL APPRAISAL OF POSSIBILITY THAT VERY SMALL ISLANDS (1) WILL NOT RECEIVE FULL ECONOMIC ZONE OR, MORE LIKELY, (2) WILL RECEIVE LESS THAN FULL EQUIDISTANCE TREATMENT IN DETERMINING CONTINENTAL SHELF OR ECONOMIC ZONE BOUNDARIES WITH NEIGHBORING STATES EITHER AS A RESULT OF LOS TREATY OR IN COURSE BILATERAL NEGOTIATIONS OR LITIGATION. IF THEY RECEIVE AN ARCHIPELAGO, THEN EVERYTHING WITHIN THE BASELINES IS THEIRS. MOREOVER, GOB MAY FEEL IT WILL GET GREATER OR LESS AMBIGUOUS RIGHTS IN AN ARCHIPELAGO THAN IN AN ECONOMIC ZONE, AND ADERLEY SEEMS TO FEEL U.S. IS CAPABLE OF MAKING FAR-FETCHED ARGUMENTS TO DEPRIVE BAHAMAS OF FISHERIES RIGHTS IT THOUGHT IT HAD. SINCE USG HAS NOT YET TAKEN A POSITION ON SPECIFIC RESOURCE BOUNDARIES WITH GOB, WE BELIEVE BEST APPROACH TO KEEP OPTIONS OPEN IS NOT REPEAT NOT TO LINK U.S. BOUNDARY INTERESTS TO ARCHIPELAGO ISSUE AND TO DISCUSS PROBLEM ON BASIS OF NEED TO AVOID GETTING CONFERENCE BOGGED DOWN ON PRECISE LATERAL DELIMITATION ISSUES (E.G., GREECE-TURKEY).

8. ACTION REQUESTED. GOB IS CORRECT THAT CURRENT ECONOMIC ZONE PROPOSALS WOULD NOT INCLUDE SMUGGLING AND IMMIGRATION CONTROLS BEYOND 12 MILES. THEY ALSO FEEL U.S. IS AFFECTED DIRECTLY (E.G., SMUGGLING AND DRUGS) OR INDIRECTLY (E.G., SUBVERSION; POLITICAL INSTABILITY IN NEIGHBORING STATE). DELEGATION WOULD LIKE TO KNOW (1) DETAILS OF ANY COOPERATIVE SURVEILLANCE ARRANGEMENTS U.S. HAS WITH BAHAMAS REGARDING SMUGGLING AND ILLEGAL IMMIGRATION, AND (2) THE EXTENT TO WHICH IT WOULD BE FEASIBLE TO PROPOSE A JOINT STUDY ON INSTITUTING OR EXPANDING SUCH COOPERATIVE ARRANGEMENTS. STEVENSON

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**To:** STATE  
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